

Message Text

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ORIGIN EB-08

INFO OCT-01 EA-10 ISO-00 CAB-02 CIAE-00 COME-00
DODE-00 DOTE-00 INR-07 NSAE-00 FAA-00 L-03 INRE-00
SSO-00 /031 R

DRAFTED BY EB/OA:MHSTYLES:VLV
APPROVED BY EB:JLKATZ
EB/TCA - JWB;LLER
EA/J - S.ECTON
L/EB - JBELLO

-----071166 200107Z /63

O 200022Z JAN 78
FM SECSTATE WASHDC
TO AMEMBASSY TOKYO IMMEDIATE

C O N F I D E N T I A L STATE 015681

E.O. 11652: GDS

TAGS: EAIR, JA

SUBJECT: CIVAIR - FLYING TIGER APPLICATION

REF: TOKYO 936

1. DEPT WISHES COMMENT ON EMBASSY ASSESSMENT AND RECOM-
MENDATION THAT CAB NOT INITIATE ANY ACTION AGAINST JAL
BECAUSE WE SEE SITUATION SOMEWHAT DIFFERENTLY.

2. WE DO NOT BELIEVE, IN THE FIRST PLACE, THAT LEGAL
ARGUMENTS CONTAINED IN JAPANESE NOTE ARE VALID. WE ARE
PREPARING A RESPONSE NOTE WHICH WILL BE SENT TO EMBASSY
SHORTLY FOR DELIVERY TO JAPANESE.

3. HOWEVER, WHILE WE BELIEVE OUR LEGAL POSITION IS SOUND,
WE DO NOT VIEW PROBLEM SIMPLY AS ONE OF DENIAL OF BENEFITS
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TO A PARTICULAR AIRLINE. SO LONG AS JAPANESE HOLD TO THEIR
VIEW, THEY ARE IN POSITION TO REFUSE TO APPROVE ALMOST ANY
AIRLINE SCHEDULE. THERE WILL BE CONTINUING ADJUSTMENTS IN
US AIRLINE SCHEDULES WHICH JAPANESE COULD HARASS. MORE
IMPORTANT, JAPANESE VIEW THAT CAPACITY FREEZE REMAINS IN
EFFECT AMOUNTS TO DE FACTO ABROGATION OF 1959 AGREED
MINUTE, WHICH IS ONLY PROTECTION US HAS TO PREVENT JAPAN

FROM ACTING UNILATERALLY TO DISAPPROVE CAPACITY INCREASES.

THUS ANY FORMAL JAPANESE DENUNCIATION OF 1959 AGREED MINUTE WOULD NOT CHANGE DE FACTO SITUATION. WE WOULD CHALLENGE, IN ANY EVENT, JAPANESE RIGHT TO DENOUNCE AGREED MINUTE SEPARATELY FROM AIR TRANSPORT AGREEMENT.

4. FROM A STRICTLY AVIATION VIEWPOINT, WE DOUBT THAT FORMAL JAPANESE DENUNCIATION OF AIR TRANSPORT AGREEMENT AND/OR AGREED MINUTE WOULD CHANGE BARGAINING SITUATION MATERIALLY. WE RECOGNIZE THAT JAPANESE DENUNCIATION PROBABLY COULD OCCUR ONLY IF HAWKS GAIN UPPER HAND, WHICH MEANS THAT MOFA WOULD LOSE INFLUENCE. WHILE THIS WOULD BE AN UNDESIRABLE BY-PRODUCT, EVIDENCE IN FTL CASE DOES NOT DEMONSTRATE THAT MOFA HAS MUCH INFLUENCE; IN FACT IT APPEARS THAT MOFA'S VIEWS DO NOT DIFFER ALL THAT MUCH FROM MOT.

5. CAB ACTION MAY BE TAKEN IN RESPONSE TO A PETITION FILED BY FTL ON JANUARY 9. WE ARE NOT INCLINED TO INTERFERE WITH THIS PROCESS BECAUSE WE HAVE ALREADY TOLD JAPANESE THAT COMPENSATING ACTION WOULD BE (NOT MIGHT BE) TAKEN AND BECAUSE NATURE OF CAB ACTION DOES NOT INVOLVE IMMEDIATE RETALIATION. UNDER PERTINENT CAB REGULATION, FIRST STEP WOULD BE ISSUANCE ORDER BY CAB REQUIRING JAL FILE ITS EXISTING SCHEDULES WITHIN SEVEN DAYS AND ANY CONFIDENTIAL

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PROPOSED SCHEDULES 30 DAYS IN ADVANCE, BASED ON FINDING THAT GOJ HAD, OVER OBJECTIONS OF USG, DENIED A US AIRLINE RIGHTS PROVIDED FOR IN BILATERAL. CAB MAY THEN PROPOSE TO PRESIDENT ISSUANCE OF AN ORDER DISAPPROVING CERTAIN EXISTING JAL FLIGHTS INsofar AS THEY CARRY SINGAPORE-US CARGO EFFECTIVE 30 DAYS AFTER ISSUANCE OF ORDER. PRESIDENT HAS TEN DAYS IN WHICH HE MAY STAY OR DISAPPROVE ORDER. IF HE TAKES NO ACTION, ORDER IS RELEASED BY CAB AFTER 10-DAY PERIOD. ENTIRE PROCESS FROM FIRST ORDER TO EFFECTIVE DATE OF SUSPENSION JAL RIGHTS THUS TAKES MINIMUM OF 47 DAYS AND IN PRACTICE WILL TAKE LONGER. PROCESS CAN BE STOPPED OR REVERSED AT ANY TIME.

6. CLEARLY WE WANT TO RESOLVE ISSUE PROMPTLY AND NOT LEAVE ISSUE FOR STYLES VISIT. ALTHOUGH IN END PROBLEM MAY NOT BE RESOLVED EXCEPT THROUGH CONSULTATIONS, WE WOULD NOT WANT TO SIGNAL NOW THAT ISSUE CAN BE ADDRESSED WHEN AIRPORT TALKS TAKE PLACE BECAUSE THIS WOULD GUARANTEE JAPANESE WOULD TAKE NO FURTHER ACTION UNTIL THAT TIME.

7. DEPT WOULD APPRECIATE EMBASSY'S REASSESSMENT OF SITUATION IN LIGHT FOREGOING. CHRISTOPHER

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: SUPPLEMENTAL AIRLINES, AIR ROUTES
Control Number: n/a
Copy: SINGLE
Draft Date: 20 jan 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE015681
Document Source: CORE
Document Unique ID: 00
Drafter: MHSTYLES:VLV
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780029-0913
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780139/aaaabgzuzel
Line Count: 116
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 1915c7e1-c288-dd11-92da-001cc4696bcc
Office: ORIGIN EB
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 78 TOKYO 936
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 23 aug 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3738535
Secure: OPEN
Status: NATIVE
Subject: CIVAIR - FLYING TIGER APPLICATION
TAGS: EAIR, JA
To: TOKYO
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/1915c7e1-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014